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June, 1919 Number 166

# THE UNIVERSITY OF NORTH CAROLINA RECORD

## EXTENSION SERIES NO. 32

## A STUDY OF THE PUBLIC SCHOOLS IN ORANGE COUNTY NORTH CAROLINA

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JUNE, 1919
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## A STUDY OF THE PUBLIC SCHOOLS IN ORANGE COUNTY NORTH CAROLINA

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# FOREWORD

At the request of the Board of Education of Orange County the School of Education at the University undertook the task of making a study of the county schools. The Professor of School Administration was placed in charge of the work.

Conditions in the public schools during the current year have not been normal owing to the influenza epidemic and to war conditions. It was the original plan to visit each separate school in the county and study the county educational plant while in actual operation. This has been impossible although more than 60 per cent of the schools have been thus visited.

In the labor of securing the facts about the schools valuable assistance has been rendered by the following students in education: Messrs. J. A. Capps, E. L. Daughtry, R. F. Moseley, and J. R. Weaver, as well as by Mr. F. W. Morrison, Superintendent of the Chapel Hill School.

It is the purpose of this study to treat the public school interests of Orange County as a business enterprise, for in reality the most important business in which this or any other county can be engaged is that of training the citizens of the next generation. The ideals with which the boys and girls of these present days are imbued and the training they now receive in realizing these ideals are the working capital with which wealth and prosperity in Orange County will be made possible in the next twenty-five years. To spend money now in educating our boys and girls is to make an investment sure to yield highly satisfactory dividends in the years to come and the economic law will here hold good to the effect that the larger the investment the greater the total return. If we do not invest heavily we need not expect any considerable income.

The significance of this study, so far as rural education in North Carolina is concerned lies in the fact that Orange County is a truly typical rural county. During the past four years Orange County has been ranked in nearly three hundred particulars of an economic and social nature and in nearly every case the county

holds practically the middle position. Such a situation shows rather clearly that conditions which obtain in Orange are, in all probability, conditions typical of rural schools throughout the State. Other counties will differ in details and in different features but in the main what is true of schools in Orange as revealed in this study is equally true of rural education in North Carolina.

L. A. WILLIAMS, PD.D.,
*Professor of School Administration.*

# A Study of the Public Schools in Orange County, North Carolina

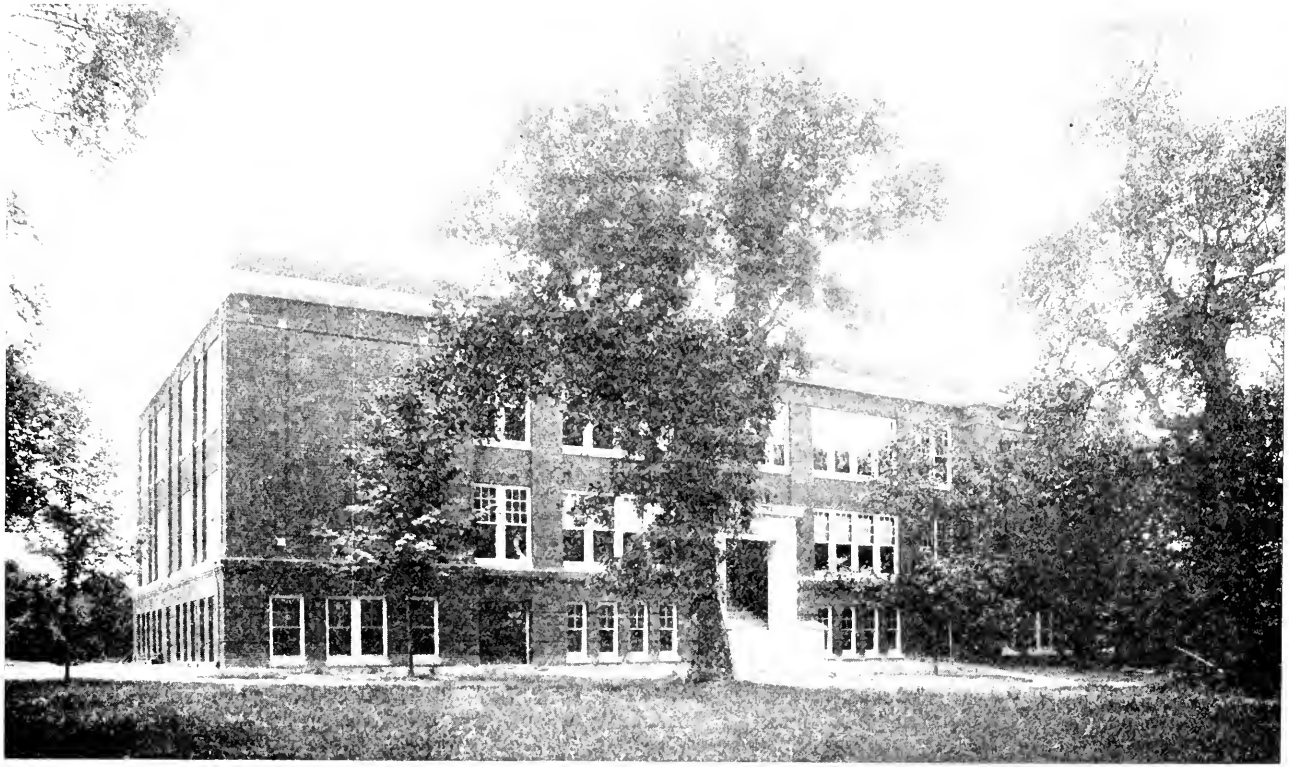
## THE STOCKHOLDERS

There are 2,987 families in Orange County. These constitute, therefore, the stockholders in the business of public education. Of this number 67 per cent are native white of native parents and 33 per cent are negroes. Taking as a basis the entire population of the county 20 years of age and over the 1910 census found 13 per cent to be sheer illiterates; the per cent of near illiterates is therefore much greater. There are no large towns in the county as is shown by the fact that the census classifies the entire population as rural. In consequence these stockholders are nearly all engaged in the agricultural and allied industries.

That these stockholders are prosperous is attested by the fact that the total value of the farm property in the county is placed at more than $3,000,000 and by the further fact that they annually produce more than $2,000,000 worth of farm products, 63 per cent of them operating farms which they own free and clear of mortgage debt.

In 1917 the total taxable wealth of the county was $7,500,000. In 1918 these stockholders had $24 per inhabitant to their credit in the banks, a total savings account of nearly $400,000. The real wealth of the people in Orange, however, was best revealed during the thrift campaigns of the war when in eighteen months the citizens of the county took more than $2,500,000 of Liberty Bonds, Thrift Stamps, and the like, an average of $83 for every man, woman, and child, black and white in the county. This is all wealth over and above living expenses; it is money out at interest, "growing without care."

These are the main characteristics of those whose chief concern is the success of the Orange County public schools in producing a first-class, high-grade finished product. This is the condition of the investors, the holders of the stock, the providers of the sinews of our public school business in this county.



THE BUILDING AT CHAPEL HILL

## THE DIRECTORS

In charge of this business, determining the policies as to public education in the county, providing ways and means for the support and extension of its activities, is a board of directors of three members, politically chosen by the State Legislature to serve for a term of six years, the terms being so arranged that there is a possibility of one new member being appointed every two years. In point of fact the board of directors for Orange remains fairly constant, sufficiently so to allow the development and execution of a reasonably extensive school policy. Two members of the board are successful farmers, the third is a lawyer and the mayor of one of the two towns in the county. Orange County is most fortunate in the personnel of its present board of educational directors. Every member has at heart only one consideration, viz., the best welfare of the county's educational interests. They are constructive in their thinking about the schools, right-minded as to the place and importance of public schools, limited in the scope of their policy of upbuilding by the available and possible funds for school support voted them by the people and the other county officials.

There is in the county a set of officials connected with the schools which it is difficult to classify or justify. They are, perhaps, subdirectors, or agents of the directors, or district managers. We refer to the local school trustees. Orange County has, actually, more local school trustees than it has teachers, counting all teachers, white and colored. In terms of the business world, therefore, there are more district managers than there are workers, a total of 150 managers and less than 130 workers. Just what their function is which could not be as well or better exercised by the general manager and board of directors is not clear. The superintendent is—or should be—held responsible for the quality of work done by the teachers and he should therefore be the one from whom should come recommendations as to who should or should not be selected to teach. The county board of education is directly interested in seeing that schools and districts receive value for the money expended for schools and should have the final voice in teacher selection. So far as could be learned, this choosing of

the teachers is the function most commonly exercised by these trustees and this can be as well performed by the county school officials. It is true that in some cases testimony was given to show that these trustees replace a window glass, repair a sagging door, or keep alive community interest in schools. That they generally exercise any lively or vigorous interest in the school work, the equipment, grounds, sanitary arrangements, etc., was not clearly evident. So far as it was possible to ascertain facts about these officials, it appears that they too often constitute a supernumerary body. It is fortunate that they serve without pay and therefore consume none of the county school funds.

This condition is an inheritance from the old district form of organization and under such an organization of public school activities such officials served a very real and useful purpose. The district system has, however, been proven wasteful, cumbersome, ineffective, unnecessary, and has, in principle, been abandoned; it is high time that the outworn and out-of-date machinery be also discarded. So long as such machinery is useful and necessary it should be retained; otherwise it is a potential, if not a real, source of danger.

## THE GENERAL MANAGER

As the chief executive of this board of directors there is the County Superintendent of Public Instruction, chosen by the board of directors. The legal qualifications of this officer include a minimum amount of education and actual teaching experience. No special preparation for the particular task is demanded other than that acquired during the experience period. This officer is chosen for a period of two years to serve the will of the board. Legally his duties are largely clerical and in the nature of a reporter to the State Board of Education on the one hand and to the county board on the other. While invested with supervisory duties they are more nominal than real.

The present County Superintendent or General Manager for the school business of Orange County meets all the legal qualifications, is faithful and exact in the carrying on of his official duties. He works in close harmony with the board and executes

its policies with discretion and exactness. He has not yet initiated any very extensive or large policies due, perhaps, to the war conditions and to the short time he has been in service. He does not get the opportunity to give proper supervision to the teaching done in the schools. The most he can supervise are the general matters of teacher appointments, teacher training (Reading Circle), the physical equipment for schools, and the furnishing of supplies. With fifty white schools and twenty-eight colored schools scattered over a county like Orange with its roads almost impassable during certain months, and with more than half the schoolhouses located from a hundred feet to a half-mile from a traveled road, it is a physical impossibility for the general manager to visit his eighty factories more than once a year, and then only long enough to get a general view of external conditions.

All this is said in justice to the general manager, for when the figures dealing with the working force and the raw material are presented the facts will seem to censure the work of the general manager. While he might be willing, and no doubt would be, to shoulder all the blame, it is not wholly, perhaps not even largely, his fault as a manager that certain conditions as respects these two factors are as they are.

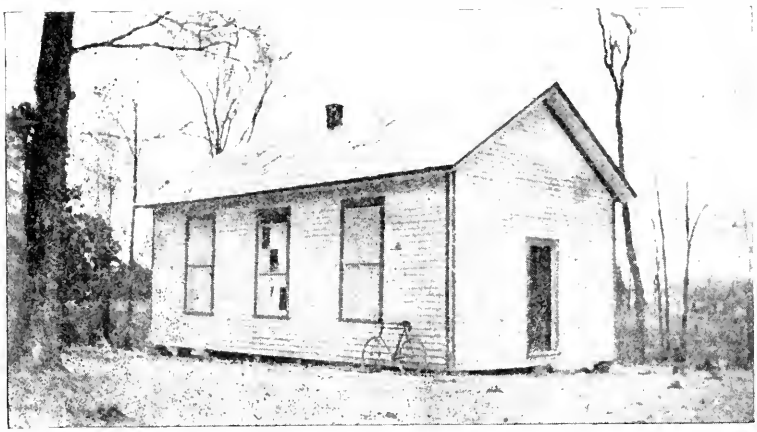
At present the general manager of the Orange County school business is handicapped in working out with his board of directors a constructive and far-reaching policy by insufficient funds, insufficient supervisory force, a multitude of clerical duties, poor county roads, improper location of factories (schoolhouses), small units of organization, an uneven and irregular supply of raw material (pupils), and an insufficient amount as well as a poor quality of machinery (teaching apparatus). Therefore, before any just estimate of the work of the general manager can be made the directors and stockholders must do their best to remedy these unsatisfactory working conditions.

### THE FOREMEN

One of the weakest, perhaps the very weakest point in the organization is in the matter of foremen (principals). By the most liberal interpretation possible one cannot reasonably classify over a half dozen of the schools as having an adequately

SUNNYSIDE

COUNTY TRAINING SCHOOL, CARRBORO



CEDAR GROVE

SOME OF THE NEGRO SCHOOLS

trained and experienced principal. In by far the great majority of cases the only apparent utility of the designation "principal" is to make it possible for the teacher thus designated to secure a larger salary. Little or no other meaning or significance seems to be attached to the term. With a proper system put into force it should be possible for the general manager to delegate a large part of his supervisory duties to these principals or foremen. It would be their duty to inspect, criticize, improve the quality of workmanship (teaching); to attend to the securing and routing of the raw material (pupils); to keep in touch with the needs and conditions in each factory and report concerning all these matters to the general manager at regular, stated intervals.

Of course, in order to have such work satisfactorily done and in order for the general manager to be able to rely on these foremen they must be trained by study and by experience to perform such duties. Such teachers are scarce, it is true, but by careful selection, consistent training, and actuated by a definite policy of growing up a group of efficient principals a few years of effort along this line should produce very satisfactory results. The foremen can and should be recruited from the best of the workmen and it is a short-sighted policy not to keep such a purpose in mind to the end that these good workmen may be encouraged to prepare and fit themselves for the larger responsibility.

## WORKERS

The workers in this business are the teachers. There are in Orange 123 teachers, 95 white and 28 colored. They are distributed among the schools as follows:

| | White | Colored |
|---|---|---|
| In 1-teacher schools | 21 | 18 |
| In 2-teacher schools | 44 | 4 |
| In 3-teacher schools | 6 | 6 |
| In 4-teacher schools | 8 | .. |
| In schools with 5 or more teachers | 16 | .. |
| Total | 95 | 28 |

So far as the training of these workmen for their job is concerned, one-eighth of them have attended only the grammar school; one-half of them have been no further than high school; one-sixth

of them have been to a normal school; and the remainder, one-fourth, have attended college. This is the record for the white teachers. Of the colored teachers, one-fifth attended grammar school as the highest institution they went to; two-thirds of them have been to college; the remainder have had high school or normal school training. On the whole so far as scholastic training is concerned the colored teachers are better prepared for their job than are the white teachers for theirs, using this record as a basis of judgment.

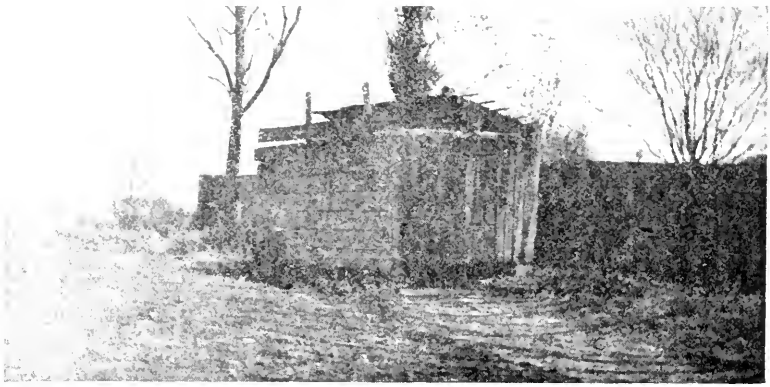
Of fifty-two white teachers whose teaching record was secured, twelve were teaching this year for the first time; eight had taught for two years; thirty-two had taught three years or more; of this last group eleven had taught ten years or over, one having taught for twenty-seven years. Of twenty-two colored teachers whose record was secured, seven were teaching this year for the first time; one had taught two years; fourteen had taught for three years or longer; of this last group one had taught for forty years! In point of experience the teachers of Orange County are well fortified. The workmen have acquired the skill they have by many and oft-repeated performances of the task—perhaps to the extent that the task has become irksome and monotonous.

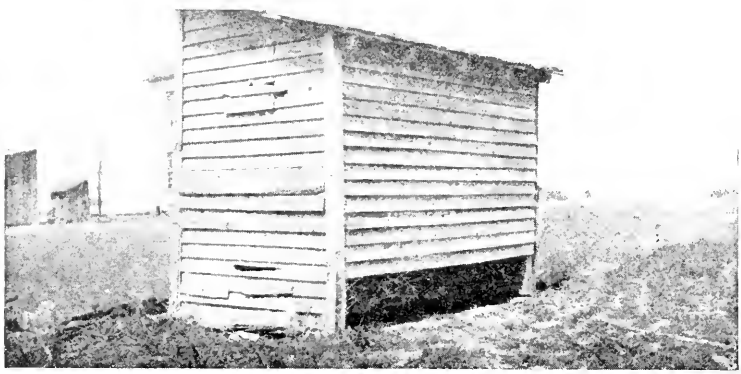
About one-half of the workmen have their homes in the county; this is equally true of both the white and the colored teachers. Orange has to go outside its bounds for one out of every two of the teachers in its schools. The question arises as to whether or not the county would not do better to try to train some of its own sons and daughters to do its work? Some teachers ought to be brought in from other counties to prevent "pedagogical in-breeding," but 50 per cent is a large proportion—*provided* the quality of home talent is as high as the imported product. Orange *must not* take workers from within her own bounds who are less skilled, less efficient than those she may secure in the open market, but she might well look to it to see if it is not possible to train more of her workers in public education within her own schools. She has the facilities, for she has high schools and the State University with a School of Education within her borders. The facilities are at hand. What disposition will she make of her opportunity?

In spite of this good showing as to experience and a fair record as to scholarly training the visitations to forty-six of the schools showed that in the main the quality of teaching done in the schools is poor. Teachers were formal, bookish, listless, vague, careless, easy-going, confined to the textbooks in their teaching. In point of fact a great number of these workers were merely going through the motion of teaching. It takes but a very few minutes for any visitor to catch the spirit of the school and in by far too many of the cases the classes were lacking in any spirit other than that of being exceedingly bored. To be sure there were several teachers who were doing a first-class piece of work, handling their task with skill, ease, interest, and vigor. These were, however, the exception and not the rule.

One teacher incorrectly pronounced two words out of ten in a spelling lesson; another could not pronounce a word at all for the class but told them it was there in the book and they could see for themselves how it looked; another spent ten minutes reading a geography lesson to the class—who had their books open—which they were supposed to have studied for that day's recitation. But such cases, concrete illustrations though they are, can give no idea of the lifeless, dead, uninteresting, monotonous character of the classroom work in case after case. No business firm could tolerate for a day such easy-going, happy-go-lucky, lackadaisical workmanship as was seen in many of the schools. This is recognized as a severe indictment but it is a true bill and the directors and stockholders should have the facts, however disconcerting these facts may be, for the stockholders pay the bills and the directors are responsible for securing value received.

At the same time it must not be forgotten that there is another angle from which to view this problem, the angle of wages paid the workers. The facts in regard to salaries are made up from the data secured while visiting some forty-six of the schools in every section of the county. They represent conditions applying to sixty white teachers and twenty-two colored. Complete figures might have been secured from the county offices but this was not deemed necessary to set forth the condition in respect to this particular matter.





THESE OR NONE

White Teachers

| | |
|---|---|
| Lowest salary paid | $ 35.00 per mo. |
| Highest salary paid | 117.50 per mo. |
| Median salary | 50.00 per mo. |
| Most common length of term | 4 mo. 3 weeks |
| Median yearly salary | 350.00 |
| Average cost of board | 85.50 |
| Total income for school work | 265.50 |
| Board for 7 months, 1 week | 130.50 |
| Amount left for clothes, church, books, life insurance, doctor's bills, etc | 135.00 |
| Monthly allowance for these purposes | 11.25 |

After all, perhaps the stockholders and directors of this business are getting every bit they pay for when they pay their workers less than a dollar a day on the average. No one can expect to get any common labor, to say nothing of expert workmanship, at any such price. As a matter of fact seventeen of the sixty white teachers receive less than $45 per month or less than $200 per year. Such a sum constitutes "wages"; it cannot be dignified by any such term as "salary."

Colored Teachers

| | |
|---|---|
| Lowest salary paid | $ 25.00 per mo. |
| Highest salary paid | 100.00 per mo. |
| Median salary | 35.00 per mo. |
| Most common length of term | 4 mo. 3 weeks |
| Median yearly salary | 166.25 |
| Average cost of board | 52.25 |
| Total income for school work | 114.00 |
| Board for 7 months, 1 week | 79.75 |
| Amount left for clothes, church, books, life insurance, doctors' bills, etc | 34.25 |
| Monthly allowance for these purposes | 2.85 |

All that has been said in regard to the white teachers applies with even greater force to the colored teachers. It is no wonder that good teaching does not obtain in the schools of Orange County when a mere pittance is the reward.

The policy of the board of directors, recently adopted, of raising salaries to an average $75 monthly level will do much toward

correcting this evil. It is to be hoped that the board will not stop here but continue to raise salaries and lengthen the term until Orange can hold out a reasonable inducement to trained workers in public education.

## SUMMARY OF PERSONNEL

Without further presentation of facts or discussion of conditions it is evident that there is need of readjustment in the public school organization of Orange County. The duties and responsibilities of the several officers need to be more sharply defined; responsibility for the performance of particular functions needs to be fixed; ample qualifications for holding any given position must be demanded and secured; provision must be made to secure, develop and continue in service a trained force in the system. With increased demands for service must go increased rewards, adequate compensation. At present the organization is loose, undifferentiated, lacking in coördination and directed effort. A definite plan of endeavor, a clear outlining of a purpose, an exact classification of function will aid in securing a more direct, more economical, more efficient working body.

To this end it is suggested that the board of directors:

1. Define exactly the functions, duties, and responsibilities of the several school officials in the county—including the teachers.
2. Define the necessary qualifications for performing these functions, duties and responsibilities.
3. Determine upon a definite, clear-cut, and so far as possible detailed policy to pursue in regard to the schools for a period of not less than five years, including such matters as, for example:
   (1) Salary schedule
   (2) Teacher training
   (3) Supervision
   (4) Instruction supplies
   (5) Building program, etc.
4. Provide such office equipment and assistance as is necessary to organize and carry on the routine involved in a more close-knit county school system.

## RAW MATERIAL

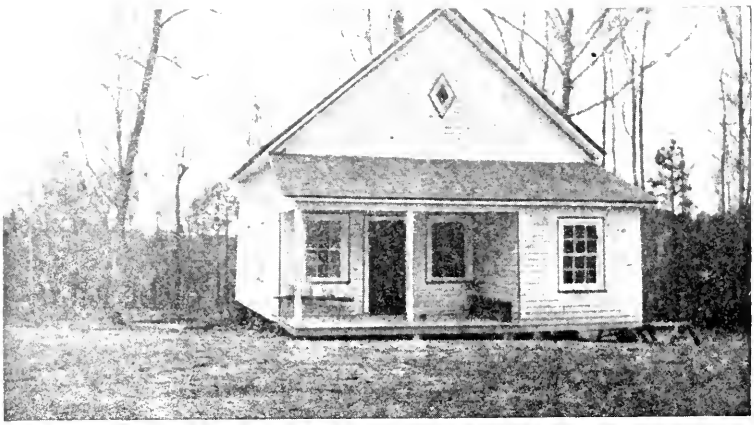
The raw material in this business of public education is made up of boys and girls between the ages of 6 and 21, the legal school age. It is the stuff out of which the process of education must produce a finished product of intelligent and well-informed citizenry capable of attending to the best industrial, social, commercial, political interests of the State, county and local community. In a very real sense, therefore, it must be recognized that Orange County is now making the Orange County of ten, twenty, and thirty years hence. According as the best qualities of this raw material are recognized, selected and utilized the county will have a worthy or unworthy, a prosperous or a backward citizenry as the finished product. In the course of realizing on these possibilities there are certain conditions as concerns the raw material which must be fulfilled.

It goes without saying that every possible bit of available raw material should be manufactured into as fine a finished product as possible and with as little waste as possible. In the second place, if the raw material is to be manufactured successfully there must be a definite, known, constant supply available every day the process is going on. Third, the raw material must be carried on through the process just as far and as rapidly as the nature of the material will permit. In terms of public education this means that all children of legal school age should be enrolled in school, in attendance every day the school is in session and promoted regularly from year to year until their school career is ended. To be sure some will have finished the public school offering before they are twenty-one and in actual practice we would find nowhere the enrollment equal to the school census.

Let us see how near Orange County comes to meeting these conditions as to good business in handling raw material. The school census shows 3,639 white children and 1,954 colored children of legal school age; this is, then, the available supply of raw material —5,593 children. Of this number, 2,844 white children and 1,287 colored children were enrolled in the schools in 1918-19; this is the actual amount of raw material on hand, 4,131 children. That is to say 70 per cent of the available white material and 65 per

HARMONY

ST. MARY'S



ROCK RIDGE

SOME OF THE BEST ONE-ROOM WHITE SCHOOLS

cent of the available colored material was on hand for actual use in manufacture last year. Where is the other 30 per cent? Of the amount of raw material on hand in 1918-19—which, remember, was about two-thirds of the available supply, 72 per cent of the white material and 66 per cent of the colored material was daily supplied to the factories, *i. e.*, about two-thirds of the amount of raw material on hand was daily available for the workmen. The system was manned and geared to handle 4,131 pieces of raw material but only 2,889 pieces were there to be put through the process. It is poor business to have so much machinery whirling, to have it geared up to handle a given amount of raw material and have a partial and irregular daily supply. Moreover, in such a case there cannot help but be a deleterious effect upon the quality of finish which the raw material can receive.

This condition is particularly noticeable when a specific school is studied. Take the New Bethel white school in Little River Township as an illustration. There are 85 children on the school census for that district; 59 of them, or 69 per cent, were enrolled this past year; of the 59 enrolled 34 were actually there every day —and, of course, not the same 34 every day either. In terms of the business world, then, of every ten available pieces of raw material four different pieces were daily present to be manufactured. A similar situation obtains in a dozen or more of the white schools and in an equal number of the colored schools. It is not necessary to publish such data school for school, but the figures are available if needed.

Orange County is not giving sufficient attention to the matter of complete and regular school attendance. When the stockholders are standing for an operating expense to handle over 4,000 pieces of raw material and the executives, foremen, and district managers allow the factories to run with less than three-fourths of this material daily on hand the stockholders are not receiving a square deal and neither is the raw material being given proper treatment. A business run on such a basis is bound to turn out a crude, rough, unfinished, inferior quality product. It cannot be otherwise; the laws governing such a situation are immutable.

Let us consider a little more in detail one of the effects of such a condition upon the raw material. Since this material is not regularly in the factory to receive its proper treatment it cannot progress with the other lots of material which are there to be put through the process. At the end of any given year this set of material must be again submitted to the process which it only partially received the year before. In the course of time, if the material continues to be present long enough it will have gone through the complete process of manufacture, but can it possibly be of as good quality or as well finished as the material which has been handled according to the formula?

Children who do not attend regularly and for the full time the schools are in session cannot possibly get the benefit from the schools which it is intended they shall get. The work of the classes must go on regularly for those who are present. It is inevitable that those who are absent shall lose something and a prolonged period of absence or many short periods of absence will result in the necessity for children to go back over the work again, become repeaters.

Complete records as to this condition in Orange County are not available but complete and usable returns were secured from 33 schools concerning 1,908 pupils. Normally one may expect to find around 30 to 35 per cent of children repeating their school work. In Orange nearly 56 per cent are repeating their work. Out of the 1,908 pupils whose records are available 1,058 are from one to *ten* years behind in their work; 811 are progressing at a normal rate—about 42 per cent; 39 pupils are going ahead faster than can be normally expected. Just about 5 per cent, or one in twenty, of the children in Orange County schools are *five* years or *more* behind schedule in the process of their educational finishing. Normally children ought to get through the elementary school in seven years but here are children by the scores who will require twelve and fifteen years to finish their school work, if they ever finish it.

The last clause in the paragraph above is the real tragedy of this condition. Those pupils who fail to move on regularly year after year soon lose their courage altogether and leave school never to return. They go out hostile to schools, disgruntled with the

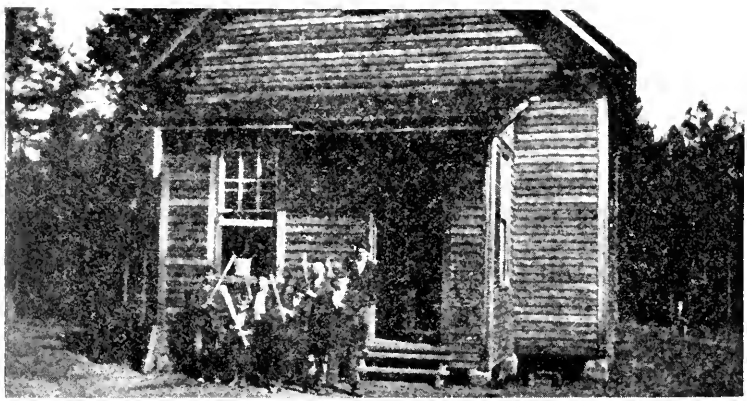
teachers and the system, enemies and not friends of the institution by which alone American ideals can be propagated and made effective in our national life. The repeaters in public schools are expensive, it means an unnecessary expenditure of money to provide teachers for those who are going over the work again and again, but the cost to the county of those who leave school hostile to it or, worse still, indifferent to its advantages, cannot be measured in dollars and cents. Consider the wasted material, the material spoiled in manufacture, the material which has to be put to an ill-adapted use when it might have been made a first-class, best-quality product. It is recognized that other causes conspire to aid in producing this awful waste but it is positive that so much absence must be one of the very great and very potent causes tending toward waste.

But again and from another angle, too small an amount of the material ever reaches the stage of finish which the public school system offers. Out of the total enrollment in the public schools of Orange of 4,131 pupils, only 237—about 5 per cent—are enrolled in high school work; 235 white and 2 colored. This is partly, perhaps largely, to be accounted for by the fact that only nine schools in the county offer any high school work. In two of the townships there is not one school offering work beyond the elementary school. In point of fact there are only two schools in the entire county which offer anything like a well-organized, full high school course. It can hardly be expected that such a condition will tend toward providing that equality of opportunity in education so essential to a democratic system of government. How can the raw material be made into a finished product when not even any opportunity is provided for the process to be carried beyond its elementary stages?

Under the present placement of the schools and organization of the districts this condition is inevitable. Out of the fifty white schools, sixteen have only one teacher, twenty-two have two teachers, the remaining twelve have three or more. Of the twenty-eight colored schools, twenty-five are one-teacher schools, one is a two-teacher school, one a three-teacher school and one a four-teacher school—the only one even attempting to do any work of high school grade. Here is, probably, one of the very serious difficulties in

EVERYBODY HAPPY

ALL HERE, EVEN THE DOG



A CASE WHERE SEVEN EQUALS A NINE

RAW MATERIAL

the Orange County school business. There are too many small, expensive, inefficient, poorly located and poorly equipped school plants. The units are too small, so small as not to permit an effective organization of the working force or most economical handling of the material (pupils). A complete reorganization of the districts and of the school system throughout the county should take place before a single new building is built or a dollar spent for improvements on buildings now in use.

Perhaps there is no better place than this to present a plan of organization which is possible, desirable and much more efficient than the present nonorganization and which may serve as the suggestion concerning the handling of the raw material. The plan involves first, dividing the public school period into four smaller periods of three years each. Consider grades one, two and three as primary; four, five and six as grammar; seven, eight and nine as intermediate; ten, eleven and twelve as high school. This last division might stop with the eleventh grade but the twelfth year is suggested as a means of making it possible for the county to provide teacher training within its own system. By judicious division, rearrangement and transportation, certain schools could be designated as primary with one teacher and give work in the first three grades only; other schools could be designated intermediate with as many teachers as necessary, four at least, giving nine years of work; and finally the high schools, at least one for each township well organized, well equipped, centrally located offering eleven or twelve years of school work. All the work could be so organized and outlined that pupils could move readily without loss of time or standing from the smaller to the larger units and receive the benefits of an education just as extensively as he or she desired.

Concretely, this may be illustrated by using Bingham Township as a possibility. Sunnyside, Orange Chapel, and Maple Grove might be organized as primary schools giving three years of work, with possibly Rock Hill also. Fairview, Oaks, and Little Creek could be made grammar schools giving six years of work, possibly an intermediate school doing nine; that would depend upon conditions. The pupils in the Sunnyside and Orange Chapel dis-

tricts who have finished the work of the primary grades could readily be transported to the Fairview school there to receive further instruction. About midway between Oaks and White Cross there might be built a modern school building, the work organized on a nine or eleven-year basis and become the public school center for the whole southern end of Bingham Township. Transportation could be provided for such pupils from the smaller schools in this end of the county as needed it or a dormitory might be erected in connection with this high school unit. At Orange Grove also the work could be organized on an eleven-year basis, a dormitory built or transportation provided to accommodate all the advanced pupils in the northern end of the township.

There are difficulties in the execution of such a plant but they are not insurmountable and the possible benefits to be derived would offset any temporary inconveniences. Such a plan would probably be fully as expensive in actual total cost as the present organization, *i. e.*, the investment would be no less, yet the return on the investment would be much greater and much surer. With an equal or even a slightly advanced investment, but a surer and larger return, isn't it good business?

Whether or not such a reorganization is considered or perfected it is certain that some sort of consolidation should be effected in the southern part of Bingham Township at least so far as Oak Grove and White Cross is concerned. In Cheek's Township, Chestnut Ridge and Gravelly Hill should be consolidated at Gravelly Hill: Rehoboth and Fairfield should be brought together out on a main traveled road. In Little River Township, Breeze and Union Grove may well be consolidated at Caldwell, while in Eno Township, St. Mary's and Pleasant Green could be brought together. In Chapel Hill Township, Clark's should be brought into the Chapel Hill district as well, perhaps, as Merritt's; Piney Mountain and Blackwoods also cannot justify their continued existence as separate units. A more detailed study of the situation would no doubt reveal other possibilities in the way of consolidation for more effective and more nearly universal, more general and uniform results.

## INVESTMENT CAPITAL

An inventory shows that Orange County has fifty white schoolhouses and twenty-five colored schoolhouses as investment capital in her public school business, a schoolhouse in every white district with three colored districts lacking any house at all; two of these districts use churches and one district lacks a place of business.

These buildings have a total value of around $110,000, distributed among the white and colored districts at $100,000 and $10,000, respectively. Of this total valuation one district, Chapel Hill, makes up about one-third, $35,000. This estimate of value does not include the sites which would raise the total capital to more than $125,000.

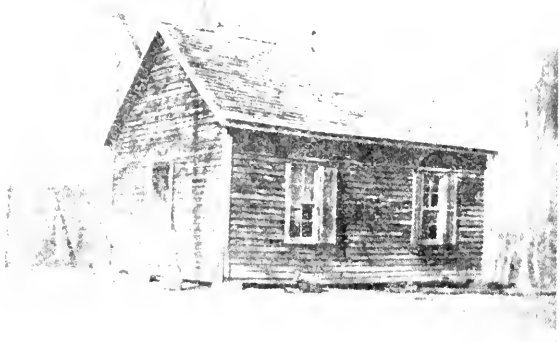
These buildings on the whole are in a fair condition. There are outstanding cases of good and poor buildings. The building for white children at Efland badly needs repair, as do the buildings at Caldwell, Sartin and White Cross. The building at Merritt's is out of date, badly in need of repair, and in every way unsuitable as a public school plant. The building at Carrboro is in very bad condition both as to interior and exterior. The Hillsboro building is a mere makeshift as a school plant, classes have to be held in rooms ill suited to school work, the lighting and heating arrangements are most unsatisfactory, and the whole plant is unworthy the county-seat. It is encouraging to know that plans are now under way to provide more satisfactory school plants in these last three districts.

The plants for the colored schools are all unsatisfactory, the worst conditions being found at Sunnyside, Merritt's, Cedar Grove, and Maple Grove. In the first two districts log houses only are provided.

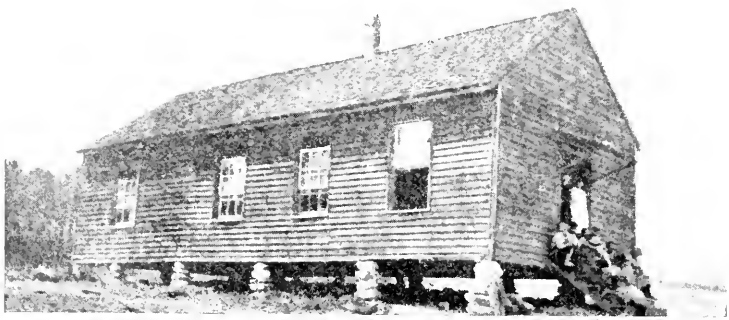
Mention must be made at this point of the lack of toilets for the schools. In district after district the report as to outhouses is to the effect that there are none and in the majority of cases such as were found were in a deplorable condition as to cleanliness and even worse, if such were possible, as to repair.

The actual condition of the school plants as revealed to the eye of the camera is shown by the cuts in this bulletin. Among the

CARELESSNESS IN REPAIRS



UP-TO-DATE(?) LIGHTING



MODERN(?) VENTILATION

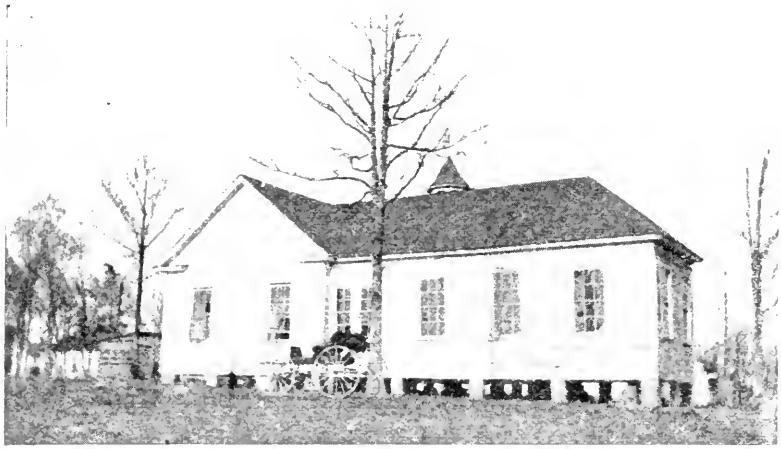
A FEW EXAMPLES

really good buildings should be mentioned Chapel Hill, a modern, brick, new structure; and the buildings at St. Mary's, Harmony and Rock Ridge, all one-room buildings for white children.

In making the personal visitations it was often a source of wonder that the buildings were ever found. It seems to be characteristic of Orange County that it locates its school buildings in the most out-of-the-way spots imaginable. Few of the buildings are on even a main traveled road and fewer still on a good surfaced road. The stockholders seem to be ashamed of their business, afraid that folks will know they believe in schools. It is an unfortunate condition, too, for this gives opportunity for depredations during vacations and allows no opportunity for local pride to grow up and centralize around the school, the chief business center of every community.

In the future the directors, stockholders and executives should be particularly attentive, first, to the location of buildings and, second, to see that they are built for school purposes. The lighting, heating, ventilating, and sanitary arrangements of these school plants are very poor. In seven cases among the schools visited, for example, there was no way in which the pupils could be seated without looking directly toward a window; cross-lighting, right-side lighting and insufficient window area were the rule and not the exception. It is, moreover, incumbent on Orange County school officials to attend to the matter of sufficient, proper, sanitary outhouses. The physical effect of the present condition is bad enough to contemplate not to mention the moral effect. The county has much to do to provide sufficient and proper school plants; it must make a larger and more nearly adequate capital investment in buildings and sites.

A brief word is necessary in regard to teaching equipment. Not a single school of those visited is fully equipped with teaching apparatus and only three can be classed as having even a reasonable amount of such equipment. Insufficient blackboard area, no maps or at most a map of North Carolina, no globes or charts, a woefully depleted library, are characteristic of the schools visited. The desks are too often of the double, home-made and very uncomfortable type, or of the double, patent, nonadjustable style. Modern, adjustable, comfortable desks and seats are



CARRBORO

EFLAND

WHITE CROSS

SOME OF THE LARGER BUILDINGS

exceedingly rare. It is not fair to the workmen to expect them to turn out a high quality product when they are not given sufficient or adequate working tools. Modern structures, reasonably well equipped with teaching apparatus and working conveniences are a pressing need for the Orange County school business. Such items ought not to be considered expense, either, but should be looked upon as working investment, necessary to the business.

## OPERATING CAPITAL

The total school fund for Orange County from all sources, *i. e.*, the operating capital for its school business, amounts to $44,178.20; an amount available for each child of $7.89; just about one dollar less than the average amount available for each child throughout the State. When one realizes that twenty-five of the forty-eight states in the United States invest more than $25 per pupil as operating capital and only ten invest less than $10 per pupil, it takes but little thinking to see how cheaply Orange County expects to run its school business.

Of this total amount, $10,650 is raised by special tax, $4,000 of which is raised in Chapel Hill district alone, leaving $6,650 which is raised by seven other local tax districts.

The result is exactly what one might expect—a cheap school system, a cheap business, a rough, unfinished product. The workmen do not have sufficient or proper working tools and they themselves are not trained for their work. The process of manufacture is cheapened at every possible place and the result is inevitable.

Yet in spite of this fact the county continues to pay its Treasurer over $600 annually in fees for handling this $45,000 worth of school funds, enough at the present rate to provide eighty more children a term in school or enough to pay the salary of three teachers for five months, *i. e.*, such salaries as Orange County pays, or to put it in another way, it is enough to run a two-teacher school for the year. This is an operative cost which might well be eliminated and has no justification as a school expense.

Taken all together, the operating and investment capital in Orange County schools amounts to around $155,000. For a county which has made such a creditable record in purchasing Liberty Bonds and Thrift Stamps and which shows up so well

in its bank deposits it would appear that the stockholders in this school business do not have very great faith in education as an investment. Who is at fault? That is the question for the directors to determine. Some means must be found to make this school business an interesting proposition. If it is to be carried on successfully and if the product is to be such as the county will be proud of there must be a larger investment in operating and in fixed capital. Advertising will help, "boosting" will help, legal coercion will help, but most of all quantity as well as quality production will help. The directors have an important duty to perform in making this public school business into a "going business." It is a challenge to their business ability and acumen.

## COSTS

Such a study as this would not be complete without a discussion of costs in running the business. Perhaps the best way to represent the actual cost of running this business is to express the proportion of each $100 which goes for any given purpose. The school money of Orange County is distributed as shown in the following table:

Out of every one hundred dollars raised for schools in Orange County—

$50.50 goes to pay salaries of white teachers
15.60 goes to pay salaries of colored teachers
7.30 goes to build schoolhouses and make repairs
4.30 goes for incidental expenses of white schools
3.60 goes to pay salary of County Superintendent
2.10 goes to Hillsboro High School
2.10 goes to Chapel Hill High School
1.90 goes to pay commission of County Treasurer
1.60 goes for incidental expenses of colored schools
1.40 goes to supplement teachers' salaries
1.40 goes for teachers' meetings and Reading Circle
.80 goes to pay the demonstration agent
.60 goes to pay per diem and traveling expenses of County Board of Education

.60 goes to provide school libraries
.60 goes for expenses of County Superintendent
.60 goes for stationery and fuel for County Superintendent
.50 goes for taking the school census

The *distribution* of costs is very good. The great difficulty is there are not enough hundred dollars to run a good business.

The business man is always interested to know the unit cost of production. Figured on the annual basis it costs Orange County $7.89 per pupil enrolled to run its school; or $15.22 per pupil in daily attendance. It is costly production not to have the material on hand when the workmen expect it for it costs Orange County $7.33 every year from every pupil not in daily attendance. The total cost of absence from school is annually $9,103 for the county or *almost as much as the total fund raised by special tax in the entire county.* Irregular attendance is costly and that, too, in actual dollars and cents.

A study of per pupil costs based on the number of pupils enrolled and salaries paid teachers reveals a most unbusinesslike condition. Unit costs of production in Orange vary according to no fixed rule or known law. Each factory is a law unto itself, there is no sort of uniformity of production cost anywhere in the system. At White Cross it costs $6.85 per pupil for the year's work; at Elm Grove the cost rises to $11.16! The unit cost of production at Clark's is $6.86; at Sunnyside it is $7.30, nearly 50 cents more per unit. When the figures for the local tax districts are taken the differences are even greater. The unit cost at Carrboro is $10.30; at Chapel Hill it is $24.26!

That the average cost of providing public education should vary somewhat is to be expected but it is not reasonable to suppose that with such differences in cost it is, or can be, possible to give equal educational opportunity to all the school children in the county. A part of the remedy for this condition lies in consolidation of districts; another part lies in closer supervision of the management of the units; another part lies in securing more liberal support of the schools by the local units. The situation calls for the best thought and heartiest coöperation of all concerned from stockholders to workmen.

## CONCLUSION

Since the suggestions to the school officials have been made all through this study it is not necessary to recapitulate them here. In general it may be said that the public school problem of Orange County needs to be attacked. The principles of good business need to be applied to every phase of the problem from the county organization through the class management and instruction. Careful, systematic, accurate, uniform records need to be made and kept of the financial as well as of the pupil end of the business. A closer, more intimate, more exact supervision of all phases of the public school work must be exercised, it will not do to let the school affairs hang at loose ends. A definite purpose for the schools, the pupils, the teachers, principals, superintendent and school board must be clearly thought out and set forth looking toward a five or ten year period for accomplishment and goals set for shorter periods. The public school business, like any other business, will not run itself and those entrusted with oversight and to whom authority has been delegated must see to it that this most important business is so run as to provide equal opportunity for an education to all the children of all the people.

THE BUILDING AT THE COUNTY SEAT—HILLSBORO

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